

Los Angeles County Probation Department



ELECTRONIC MONITORING PROGRAM

Jerry E. Powers, Chief Probation Officer

February 25, 2014

TIMELINE

- **May - June 2013**: Probation conducted a cursory review of its GPS program, to include related protocols, staff training and Sentinel's compliance with the tenets of the GPS contracts' Statement of Work.
- **July 2013**: In response to deficiencies noted during the cursory review, Probation initiated a formal analysis of its adult and juvenile GPS program (1 of 3 electronic monitoring contracts) , inclusive of (1) the internal operational infrastructure and (2) Sentinel's compliance with contract requirements.
- **August, 2013**: Orange County Probation Department terminates their contract with Sentinel Offender Services as a result of "gross negligence." As a result, and in response to news of multiple lawsuits involving Sentinel on the East Coast, the Department initiated the extensive review of all three (3) electronic monitoring contracts with Sentinel Offender Services. Additional details will be provided in subsequent slides.

O.C. terminates GPS firm for failing to track probationers

August 02, 2013 | By Anh Do

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After an internal audit revealed negligence, officials at the Orange County Probation Department have terminated a contract with a GPS monitoring service.

The audit showed that in a review of 143 cases, there were more than 15 instances of "gross negligence," including failure to track people on probation for periods up to 28 days and not reporting individuals for repeatedly violating their probation.



"The findings of that report were anything less than stellar. In fact, it was alarming," Orange County Supervisor Todd Spitzer said of the audit of Sentinel Offender Services LLC, which helped manage electric confinement cases, along with a home detention program using a global positioning satellite system.

"These untracked individuals posed an immediate threat to public safety, and I could not just sit back and watch," Spitzer said.

The results also highlight problems the county is facing, specifically jail overcrowding, due to Assembly Bill 109 - legislation allowing California to close the revolving door of low-level inmates cycling in and out of state prisons.

Many of the inmates released must be tracked electronically.

"These incidents show why we cannot rely on such alternatives in lieu of incarceration," Spitzer said. "We want to monitor the probationer. But we also need to monitor the monitors."

Probation officials say that Sentinel continued to have GPS tracking failures last month, between July 1 and July 15 - violations often linked with alcohol testing.

TIMELINE

- **November 26, 2013**: Board motion directing probation to provide monthly contract compliance reports of the Offender Paid Contract, conduct a thorough audit of the three existing contracts, and report back in 90 days on the audit of the contracts and recommendations that streamline and improve delivery of these contracted services.
- **December 23, 2013**: First 30-Day Report on Sentinel Contract Compliance (Offender Paid Contract) submitted to the Board.
- **January 29, 2014**: Second 30-Day Report on Sentinel Contract Compliance (Offender Paid Contract) submitted to the Board.
- **February 26, 2014**: 90 Day Report due to the Board on the “audit of the contracts and recommendations that streamline and improve the delivery of contracted services.”
- **March 1, 2014**: Third 30-Day Report on Sentinel Contract Compliance due to the Board (Offender Paid Contract).

Los Angeles Times

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BREAKING PHOTOS VIDEO CRIME OBITUARIES WEATHER TRAFFIC CROSSWORDS SUDOKU HOROSCOPES APPS

GPS monitoring alerts overwhelm probation officers

The system that was supposed to help L.A. County keep track of felons is complicating the task, bombarding agents with emails.

February 15, 2014 | By Paige St. John



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SACRAMENTO — Electronic monitoring was supposed to help Los Angeles County deal with the influx of thousands of felons moved out of California's prison system to ease overcrowding.

The nation's largest probation department strapped GPS ankle monitors on the highest-risk of those convicts, expecting the satellite receivers to keep tabs on where they spent their days and nights, and therefore keep the public safe.



(Dave Getzschman, For the...)

ELECTRONIC MONITORING 101

Three (3) Types of Electronic Monitoring Technology

- **GPS** (accurate within 5 meters)
- **Cellular Tower Triangulation** (accurate within 50 meters)
- **Radio Frequency** (curfew enforcement)

Two (2) Types of GPS Technology

- **Active** (near real time)
- **Passive** (delayed availability of data & alerts)

Types of Alerts:

- **Low Battery** (recycled batteries, battery malfunction, more frequent uploaded data)
- **Exclusion/Inclusion (curfew) Zones** (drift caused by environmental factors, physical structures)
- **Tamper/Cut Straps** (faulty equipment, poor physical construction, inappropriate installation)
- **Metallic Shielding** (faulty equipment, foil, tampering)
- **No GPS signal** (environmental factors, physical structures, jamming)
- **No Cellular signal** (environmental factors, physical structures, no coverage in the area, jamming)

Not All Electronic Monitoring Devices, Technology & Programs Are Created Equal

Hardware:

- **Shielding Detection**
- **Cellular Tower Triangulation & Providers**
- **Physical Device Structure & Capabilities, i.e., size, weight, robust build, straps, clips, tone/vibrate/two way voice communication**
- **Battery Life**

Software:

- **User Friendly Web-Based System & Accessibility**
- **Positioning of Antenna within GPS Device**
- **GPS Algorithm**
- **Zone Limitations**
- **Passive vs. Active**
- **GPS versus Radio Frequency**

Program Components:

- **Monitoring Center Triage**
- **Quality of Training**
- **Internal Policies & Accountability**
- **Dedicated Vendor & Departmental Managers**

SENTINEL ELECTRONIC MONITORING CONTRACTS

Legal Authority: Penal Code Sections 1210.7 – 1210.16

- **GPS Contract** (Contract #: 76708): Active GPS Tracking
 - 300 AB 109
 - 22 High Risk Adult Probationers
 - 9 California Youth Authority
- **Offender-Paid Contract** (Contract #: 78074): Electronic Monitoring (curfew enforcement)
 - 100 Adult Probationers (court ordered/voluntary)
- **Juvenile Home Detention Contract** (Contract #: 77821): Electronic Monitoring (curfew enforcement)
 - 505 Juveniles (court ordered)
 - 48 (promise to appear)

GPS CONTRACT REVIEW

September and October 2013	<ul style="list-style-type: none"> • 196 random GPS cases were selected for an in depth review. • Various significant compliance issues were noted resulting in the initiation of the formal Contract Discrepancy Report process. <ul style="list-style-type: none"> • Equipment Failure • Failure to Provide Monitoring Service • Movement of Offenders into Inactive Status • Delays in Initial Hookups and in Replacing Equipment
November 13, 2013	A formal Contract Discrepancy Report was served on Sentinel Offender Services (Part I)
November 27, 2013	Sentinel provided a written response (Part II), to include a corrective action plan.
December 17, 2013	The Department responded to Sentinel's response (Part III).

GPS CONTRACT REVIEW

December 2013 – January 2014	<ul style="list-style-type: none">• Equipment exchanged to include the latest generation of GPS devices, which includes the incorporation of Advanced Forward Link Trilateration.• Battery chargers were modified to minimize the potential for damage.• Additional Sentinel monitoring center personnel assigned to triage alerts.• Additional Sentinel personnel assigned to the 4 “hookup” locations throughout Los Angeles to address delays in hookups, to include the availability of additional GPS devices per location.
March 1, 2014	Probation will initiate its second formal review of Sentinel’s compliance with contract requirements and continue to verify corrective action has occurred.

GPS CONTRACT: PRELIMINARY REVIEW OF CORRECTIVE ACTION RESULTS

- Reduced low battery alerts: **battery replacement**
- Reduced tamper alerts: **more robust GPS device**
- Reduced “no GPS” alerts: **low battery or environment factors**
- Reduced overall alerts: **speed filter, monitoring center triage**
- Cellular tower triangulation: **installation of AFLT chip**
- Full access to all case notes in Sentrak system: **alerts, triage, standardized enrollment, etc.**
- Less equipment malfunction issues: **upgraded to new GPS chips and new battery charger**
- No reported delays in hookups: **increased inventory**
- Elimination of inappropriately archived cases without probation’s advance approval

These reviews are in various stages of completion.

OFFENDER PAID CONTRACT REVIEW

December 19, 2013	<p>Initial review of Offender Paid Contract was initiated.</p> <ul style="list-style-type: none"> • 94 random electronic monitoring cases were selected for an in depth review.
January 27, 2014	<p>Second review initiated:</p> <ul style="list-style-type: none"> • Failure to Provide Case Management and Notification • Failure to Provide Monitoring Service • Failure to Adhere to Participant Fee Guidelines • Failure to Provide Accurate Participant Counts
February 18, 2014	<p>A formal Corrective Discrepancy Report is served on Sentinel (Part 1)</p>
February 23, 2014	<p>Response to Probation from Sentinel is due February 23, 2014 (Part II)</p>

JUVENILE HOME DETENTION CONTRACT REVIEW

December 2013 – February 2014	Information continues to be gathered for assessment purposes.
March 15, 2014	If discrepancies are noted requiring a formal Corrective Discrepancy Report, it shall be served on Sentinel in March.

INTERNAL OPERATIONAL ISSUES

(GPS Program Specific)

- **Inadequate and/or nonexistent GPS policies**
- **Inadequate and/or nonexistent GPS training for staff**
- **Lack of follow up and clearance of alerts**
- **Lack of staff accountability and specialization**
- **Inadequate contract monitoring**
- **Inadequate alert triage and monitoring oversight**

CORRECTIVE ACTION TIMELINE

(GPS Program Specific)

- December 2013:** Replacement of batteries to a more heavy duty version in order to minimize equipment failures
- December 2013:** Additional personnel assigned to the four (4) hookup locations through Los Angeles and the availability of additional GPS devices in an effort to resolve delays in “hookup.”
- December 2013 to March 30, 2015:** Research, development, testing and release of a more robust RFP and consolidation of all three (3) electronic monitoring contracts.
- January 2014:** Individual logins assigned.
- January 2014:** Monitoring Center Triage to enable lower-level issues to be resolved directly with the offender, thereby resulting in fewer alert notifications to Probation.
- January 2014:** Replacement of GPS devices to enable cellular tower triangulation.

CORRECTIVE ACTION TIMELINE

[GPS Program Specific]

- February 2014:** Recruitment of Deputy Probation Officers to specialize and manage GPS caseloads,
- February 2014:** Development of GPS training & policy development in collaboration with Sentinel.
- February 28, 2014:** Implementation of a “speed filter” to minimize alerts.
- February 28, 2014:** Establishment of automated GPS management reports.
- March 30, 2014:** Selection and release of Deputies, Supervisors and Director to specialize and manage GPS caseloads.
- April 15, 2014:** Specialized GPS & policy training to be provided to specialized Deputies and Supervisors in collaboration with Sentinel.
- April 15, 2014:** Implementation of custom zones & elimination of blanket zones.

Los Angeles County Offender Monitoring Program

Initiated Sept. 11, 2013

139 inmate workers assigned to 23 patrol stations

9 inmates assigned to treatment service centers

Monitored utilizing Global Positioning System (GPS)
and Radio Frequency (RF) technology

Notification Challenges

Originally, solely via telephone which hampered consistent and timely notifications

Solution

LASD e-mail group address created, alerts receive a secondary review by LASD LACOMS personnel

Excessive Event Activity Generated Challenges

Loss of GPS signal due to the station's hardened construction

Solution

Sentinel purchased commercial cellular boosters and repeaters

Installation to begin on February 26, 2014

Excessive Event Activity Generated Challenges

The low battery alerts

Solution

Insured inmates were charging the batteries

Additional external battery packs were supplied to station jails and treatment centers

Excessive Event Activity Generated Challenges

Erroneous tamper alerts due to monitors being removed by station jailers for transportation purposes

Solution

Station jailers instructed to advise Sentinel before removing monitors